Building the Future

House of Commons Requirements for the Parliamentary Precinct

Building the Future provides the Minister of Public Works and Government Services Canada with House of Commons requirements for planning and implementing the long-term renovation and development of the Parliamentary Precinct.

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Preface

I am pleased to submit *Building the Future: House of Commons Requirements for the Parliamentary Precinct* to the Board of Internal Economy. The report sets out the broad objectives and specific physical requirements of the House of Commons for inclusion in the long-term renovation and development plan being prepared by Public Works and Government Services Canada.

In preparing this report, the staff has carefully examined the history of the Precinct to ensure that our focus on the future benefits from the expertise and experiences of the past. Moreover, this work strongly reflects the advice of today's Members of Parliament in the context of more recent reports, reflections and discussions since the Abbott Commission's Report in 1976.

October 22, 1999

M.G. Cloutier
Sergeant-at-Arms

Foreword

The long-term renovation program for the Parliamentary Precinct affords a unique opportunity for the Senate, House of Commons and Library of Parliament, as well as Public Works and Government Services Canada, to shape the future of the "home" of the democratic process in Canada.

Building the Future: House of Commons Requirements for the Parliamentary Precinct is based on a full assessment of Members' four lines of business — Chamber, Caucus, Committee and Constituency. Over the past six months, our staff has carefully reviewed past planning studies, consulted with Members and taken advantage of in-house expertise to determine requirements pertaining to buildings, grounds and services. The research and advice provided has enabled us to identify and portray physical requirements that will ensure Members can continue to serve Canadians effectively in an open and accessible environment.

During the last five years, the House of Commons has developed the expertise and laid the groundwork required to realize the full potential of the long-term renovation initiative. Specifically, we have implemented comprehensive, goal-oriented plans for such critical Precinct-wide services as information technology and security in collaboration with the Senate, Library of Parliament, and Public Works and Government Services Canada.

In addition to the specific requirements of the House of Commons, this document presents a strong vision for the Precinct — trusting that it will assist the Minister of Public Works and Government Services Canada in the formulation of a long-term plan for the renovation and development of the Parliament Buildings. We are confident that our combined efforts will enhance and preserve the legacy of the heritage captured in the architecture and landscape of the Parliamentary Precinct.

Gilbert Parent
Speaker of the House of Commons

Executive Summary

The House of Commons has developed a comprehensive, goal-oriented set of requirements for its facilities. *Building the Future* addresses the detailed requirements for existing and replacement facilities within and outside of the Parliamentary Precinct.

Current long-term planning for the renovation of the Parliamentary Precinct provides an ideal opportunity for comprehensive changes urgently needed to address current space inadequacies, prepare the Precinct for the future and maintain architectural and heritage integrity.

"You may ask, is it reasonable to look so far ahead as one hundred years or more, and to make plans for generations in the distant future?" [1]

Todd Report, 1903

Priorities in an Integrated Whole

The House of Commons' approach is comprehensive and integrated. While requirements for each line of business and for the supporting administration and Precinct-wide services are important in their own right, they must be considered and implemented as an integrated package. House of Commons priorities call for:

Over the short-term ...

- **Adoption and endorsement of a proposed management model** — clearly setting out roles and responsibilities, recognizing the House of Commons as a knowledgeable client and partner throughout the planning and implementation of the long-term renovation of the Parliament Buildings;
- **Formal designation of a clearly defined, secure Parliamentary Precinct** — reaffirming existing boundaries — the Rideau Canal to the east, the Ottawa River to the north and Wellington Street to the south — and extending the western boundary to Kent Street to ensure location of all facilities for Members within the Precinct; and
- **Construction of a facility to replace inadequate committee rooms** — the most pressing physical requirement, as well as the key to effective sequencing and transition of all renovations.

Renovation over the longer term ...

- **West Block** — providing essential committee rooms and Members' offices and a temporary Chamber. This building is vital to the transition and effective sequencing of all initiatives;
- **Centre Block** — focusing on the restoration of committee and caucus rooms near the Chamber, improving accessibility for Members and visitors with special needs and upgrading outdated information technology and security infrastructure; and
- **Confederation Building** — providing standard offices and ensuring that appropriate space is provided for support services.

Ongoing throughout the renovation ...

All buildings will be equipped with the information technology and security infrastructures to ensure appropriate access to services across the Precinct. Facilities and grounds will be improved to ensure that the media and visitors are

accommodated effectively and circulation routes support intended activities. Renovation of Members' offices will be implemented as each building is renovated to meet House of Commons' standards.

A Solid Foundation

In-house expertise in architectural conservation, security and information technology has developed these requirements in partnership with all lines of business and other functions across the House, to be:

- forward-looking and reflective of Members' needs;
- valid from both a functional and design perspective;
- based on sound planning and management principles; and
- aimed at achieving broader goals.

Addressing Inadequate Facilities

The roles and responsibilities of Parliamentarians, the way they do their work, and expectations of electors continue to change.

Development and upkeep of the Parliamentary Precinct has simply not kept pace with these changes in terms of overall space allocation, location and adjacency of important services and functions. The infrastructure essential for security, information technology and other vital services must be integrated. The grounds of the Precinct are unable to respond to the increased demands of today's pedestrian and vehicular traffic.

In fact, there is an ever-widening gap between requirements to support the functions of Parliament on one hand and the allocation of space and location of services on the other.

Over the longer term — with more elected Members and a growing visitor population — Members' work and office space will be pushed farther from the Chamber, causing longer delays and putting greater distance between the lines of business and the services essential to support them. Security will be affected by the lack of a clearly defined area in which Members work.

Seizing the Opportunity

The long-term renovation program of the Parliament Buildings to be undertaken by Public Works and Government Services Canada (PWGSC) is a unique and welcome opportunity to address the major physical limitations and to realign and develop the buildings and grounds to support Members in the performance of their Parliamentary duties.

The Foundation

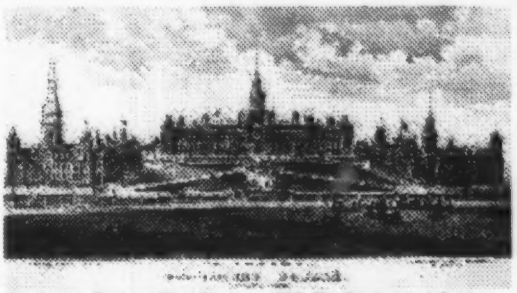
By considering factors and environments of the past, present and future, a set of strong principles has been established to guide the development of the House of Commons requirements.

A. Historical Considerations

Like any institution, Canada's Parliament has its own distinct history. Much of this history — and the essential elements of our democratic system — are reflected in the architecture and design of the Parliament Buildings.

A Place of Symbolism and Celebration

When Canada became a country in 1867 under the terms of the British North America Act, the focus of the celebrations was on Parliament Hill.[2] The new Parliament and government buildings, designed in High Victorian Gothic Revival style, were just nearing completion in Ottawa and the forecourt was a perfect place for public gatherings.



The Centre, East and West Blocks in 1867. The Precinct is defined on the south by a stone fence.

The buildings and grounds reflected the significance of Parliamentary democracy to the Canadian identity. On the highest central ground was the Centre Block. Attached to the Centre Block was the still-unfinished shell of the Parliamentary Library. To either side of the forecourt, on slightly lower ground, were the government buildings — the East and West Blocks.[3] Over the next 15 years, the grounds were transformed into one of the most impressive and picturesque landscapes in Canada. The entire complex was given clear definition by the natural escarpment on the north, east and west sides. On the south side, an intricate stone fence with wrought iron gates separated Parliament from the burgeoning city. The Precinct's identity was reinforced by the strength of the Gothic architecture and the picturesque landscape, attributes that quickly became visible symbols of the young country.

The natural escarpment on the north, east and west sides define the complex.

British Precedent

The designs of the Centre Block closely followed the British precedent. Continuity and tradition have always played a significant role in the workings of Parliament, perhaps because people have realized that democratic institutions are not only important but also fragile.[4]

As with the Westminster model, the 1867 layout provided a clear hierarchy of space. At the heart of the Centre Block were the two Chambers — the Senate and the House of Commons — where Government and Opposition Members faced each other across central aisles. Next in the hierarchy were committee rooms and facilities for Officers and Members of Parliament. Particular attention was given to providing logical patterns of access for the public and the media. A

reporters' gallery overlooked the Chamber, and the public had direct access to the Chamber galleries and the 24 committee rooms.

The Growth of the Country

Accommodation pressures were evident almost immediately. Canada was growing quickly.[5] The number of Parliamentarians increased proportionately, as did pressures to increase the number of staff. By the 1880s, the buildings were crowded, even though all available space in basements and attics had been pressed into use.

As government's roles and responsibilities expanded, Members required additional office space. To ease space pressures, departmental functions were gradually moved out of the Centre Block.[6] Growing government departments continued to occupy the East and West Blocks and, despite an addition to the West Block, more space was still required. The Langevin Block was built for that purpose on the south side of Wellington Street in the Second Empire style of its urban neighbours without trying to compete with the Gothic Revival identity of the Hill.

Despite space pressures, the logic of the original designs remained evident. The Parliamentary Precinct was a clearly defined enclave, set within a larger Crown land preserve extending from Bank Street on the west to Sussex Street on the east and Wellington Street on the south. Majors Hill Park extended the landscape of Parliament Hill to the east side of the Rideau Canal. Links were also established outside the Precinct, to the estate of the Governor General at Rideau Hall and to federal parklands that were being developed throughout the city. The romantic style and setting of these federal projects were notably different from the classicism and formality of the government buildings in Washington, D.C.

"[...] the architecture of parliamentary buildings and the design and contents of parliamentary chambers make three contributions to political culture: they perpetuate the past, they manifest the present and they condition the future."[7]

The Langevin Block was built in the 1880s to house government departments.

Contested Boundaries

The early years of the 20th century were turbulent for the Parliamentary Precinct. In 1907, plans to expand the Precinct eastward were undermined when a key parcel of land was purchased by the Grand Trunk Railway to build the Château Laurier Hotel. Soon after, the Daly Building site was sold to private interests. Forced to look west for expansion, the government began to expropriate houses and commercial properties west of Bank Street and to buy up property to the south along Elgin Street. This further blurred the boundaries between Crown and Town and upset the balance between official (government) and unofficial (civic) Ottawa.

In 1916 the Centre Block burned to the ground, reducing to ruins one of the key elements of federal identity. The axial orientation of the reconstructed Centre B' :k diminished the traditional view of the Precinct as a picturesque enclave.[8]

Departmental accommodation in this period became increasingly haphazard, with little input from Parliamentarians on the urban development surrounding the Hill. Private sector interests put up speculative high rise buildings on Sparks and Queen Streets, and leased office space to the government.

On February 3, 1916 the Centre Block burned to the ground.

In 1927, matters came to a head following construction of the Victoria Building on the south side of Wellington, facing Parliament Hill. Developed by the private sector, the building was considered particularly inappropriate in design, scale and setting. Anxious to reassert some control over their environment, Parliamentarians established the Federal District Commission, providing it with a staff and a significant budget.

The new Centre Block with its tall Peace Tower creates a more axial orientation on the Hill.

Taking Control

The period from the late 1920s to the late 1960s saw a return of some semblance of order and consistency to the development of both the Parliamentary Precinct and the larger governmental presence within the city.

The newly constructed Centre Block had sufficient space to address the growing needs of Members and to provide additional committee rooms and support spaces. While space pressures were inevitable, planners responded by moving departmental or support functions out of the key central buildings.

Taking control of its expansion plans, the government made significant progress towards the development of a western precinct with construction of the Confederation and Justice buildings. The buildings, designed to complement the architectural style of the Precinct, provided convenient accommodation for government departments helping to relieve some of the space pressure on Parliament Hill.[2]

The Confederation and Justice buildings, built in the late 1920s, early 1930s to house government departments, were designed to complement the architectural style of the Precinct.

A few years later, a new Supreme Court building was built. Although the building was designed in a more modern style than the Parliament Buildings, its high-pitched copper roof maintained the federal identity. Additional government accommodation was provided on the south side of Wellington Street, in buildings more in line with their urban neighbours. Once again, there was an emphasis on maintaining a separation between the north and south sides of Wellington Street.

At the same time, the city's parkway system was revived and extended, reinforcing the image of the national capital as a place of picturesque landscapes and a unique approach to urban design.

In the early 1960s, the pressures on Parliamentary accommodation were addressed by converting the West Block from a government building to one for use by Parliamentarians. Use of the West Block maintained the logical patterns of access and circulation on the site, reinforcing the identity of the Parliamentary Precinct.

Eroding Boundaries

Recent years have seen a return to the confusion and contested boundaries of the early 20th century.

In the 1970s, because of accommodation pressures on the Hill, Parliamentary activities were moved south of Wellington with the conversion of the Metropolitan Life Building (Wellington Building) for House of Commons use. This blurring of boundaries and confusion about the relationship of the Parliamentary Precinct to the city continued with the purchase and lease of additional space for Parliamentary use south of Wellington Street.

At the same time, the approach to departmental accommodation became less controlled. Once again, private sector interests began to put up speculative high rise developments, which were then leased to the government. The only major government initiative during this period was the construction of large office complexes in Hull.

In 1973, the Department of Public Works expropriated all the land south of Parliament Hill, between Wellington and Sparks Streets. The intent was to create a "South Block," which would provide Parliamentarians with permanent accommodation south of Wellington Street. However, outstanding questions of Parliamentary identity, the distinction between Crown and Town and delineation of a clear Parliamentary Precinct were not clearly addressed.

B. Current and Future Considerations

Today, the dramatic site and strong architecture of the Parliament Buildings set them apart and provide a constant reminder to Members of Parliament and to all Canadians of the responsibility vested in our Parliamentary system.

The institutions of Parliament and their setting form a whole. Together, they represent a melding of contemporary Canadian democracy, with the culture, heritage and history of our people. It is understandable that Canadians and Parliamentarians would want a comprehensive approach to preserving the Parliamentary Precinct.

Continuing Pressures

Many of the issues that have arisen over the years remain unresolved today and are likely to escalate over the coming years. The world has changed dramatically since the Parliament Buildings were built. Planning and renovation of the buildings has not kept pace with these changes. Current and future pressures include:

- **Increasing and changing work of Members.** There have been significant increases in the number of Members, committees and caucuses without corresponding increases in accommodation. The scope of Members' responsibilities has also changed, as have public expectations of elected representatives. Renewal and alignment of House of Commons services with the lines of business has taken place without reallocation of space.

- **Imbalance between function and setting.** The careful hierarchy of spaces in the original designs — intended to serve the public as well as Parliamentarians by inviting access and participation and making the workings of democracy understandable — has been compromised. This presents a threat to the identity of the Parliamentary institutions, raises issues of security and privilege and underscores the need for a clearly defined Precinct. The number of Canadian and international visitors (now over 1 million each year) and the number of diverse activities on the site have increased dramatically in recent years, adding undue pressure to the setting.

- **Fragmented information technology infrastructure.** While leading information technologies are available to Members in their offices, the infrastructure that will enable continued, evolving and increased use of technology over the

next 100 years has not been integrated into the buildings and grounds of the Precinct. The renovation program provides the opportunity of the century to ensure that all facilities are appropriately and consistently equipped.

- **Use of substandard and temporary facilities.** The piecemeal approach to fixing problems rather than developing a long-term plan for the Precinct has resulted in the continued housing of Members and staff in facilities that do not meet current space standards and, in some cases, in buildings meant as temporary solutions to space problems.

- **Deterioration of buildings and grounds**. The historic structures are in need of repair and require ongoing maintenance as well as periodic infusions of major capital. The landscape has also suffered in recent years. Both the escarpment and the grounds have lost many of their trees. The pressures of parking and servicing have further eroded the overall sense of an inviting, picturesque landscape.

Steps in the Right Direction

Preliminary steps have been taken to address some of the more serious problems. Precinct-wide information technology projects are in progress. Repairs are under way to address the deterioration of the buildings. A landscape plan has been initiated to recover a more appropriate setting. Current renovations of the Justice Building will provide additional space for Members, adding to facilities currently available in the Confederation Building. The possibility of formally extending the Parliamentary Precinct west from Bank Street to Kent Street is being explored.

The important issue of long-term planning is now recognized as a priority, not only for Parliamentarians but also for the institution of Parliament itself, as a defining presence within the urban realities of the Ottawa/Hull region.

C. Guiding Principles

The following principles are derived from design and planning concepts that shaped the original Parliament Buildings and should guide the development of accommodation in the Parliamentary Precinct over the next 25 years. All renovation and development of the Parliament Precinct should ensure:

1. **A clear physical identity** — with a defined boundary in which all core Parliamentary activities (Chamber, Committee, Caucus and Constituency) are located.
2. **Openness and accessibility** — through the design and location of facilities that reinforce the idea of public access to Members of Parliament.
3. **Appropriate design** — that demonstrates respect for the original intent, heritage value and role of the buildings as a symbol of Canadian democracy.
4. **Coherent and logical patterns of use** — with facilities organized to reflect and support the work of Parliamentarians in a way that is easily understood by visitors. This calls for a hierarchy of space that reflects the relationships among various Parliamentary functions. Essential support services must be adjacent and easily accessible to the lines of business they support. It also calls for consolidation of some functions now spread within and outside the Precinct.
5. **Interconnection of functions, services and buildings** —

"The architectural design of the proposed new buildings should be in harmony and not in contrast. They should be planned to have [...] vigorous silhouettes, steep roofs, pavilions and towers, never competing with, but always recalling the present group."[10]

Holt Report, 1915

providing appropriate infrastructure to allow effective provision of security, information technology and communication services now, and well into the future. Secure, logical and efficient movement of people and goods throughout the Precinct must also be achieved.

6. **Sustainability** — development and maintenance of the buildings and site, aimed at protecting the environment, investments and long-term viability of the site.

Requirements for Members' Lines of Business

The House of Commons, as one of the core institutions of Parliament, is the place where elected Members of Parliament conduct their work in four lines of business: Chamber, Committee, Caucus and Constituency.

Members of the House of Commons initiate federal law-making by taking part in debates and deliberations in the Chamber, by sitting on Parliamentary Committees, by discussing policy and strategy with their fellow party members in Caucus and by representing and serving their Constituents.

Chamber

The Chamber is a primary focus of House of Commons activities where Members present their views and those of their constituents. It is also a place where visitors to the galleries can observe the democratic process.

Over the years, modifications have been made to the Chamber and its surrounding spaces to accommodate additional Members and advances in technology. Substantial renovations will be required throughout the next decade to meet the challenges of the information era as well as to satisfy the demands of a public environment while preserving the architectural character and heritage value of the Chamber.

Background

***"These buildings (Houses of Parliament) and the rooms within them [...] are themselves artefacts of political culture."*[13]**

The Chamber exemplifies the close relationship between tradition, procedure and function, and their built environment. The layout of the Chamber, which shows strong architectural influences from the British House of Commons at Westminster, demonstrates the importance of British parliamentary tradition in the Canadian system of government.[11] By contrast, the United States House of Representatives features a semicircular layout around a central podium from which Members speak.[12]

The original Chamber

When Ottawa was selected as the new capital of the Province of Canada in 1857, there were 130 elected members representing Upper and Lower Canada. That number was used to calculate the office space required in the Centre Block, and to plan the number of seats and the overall layout of the Chamber. The original layout, with the Speaker seated at the north end of the Chamber and the Government and Opposition Members on the west and east sides respectively, was similar to the one we have today.

The Chamber, circa 1890, with the Speaker on the west side.

Accommodating new Members

With the signing of Confederation in 1867, Chamber seating was required for an additional 51 Members. To accommodate the influx, a new layout was designed which moved the Speaker's chair to the west side of the Chamber, shifting the layout from its original north-south orientation to one that ran east to west.[14] It should be noted that for many years, seating arrangements in the Chamber were a constant source of complaint as backbenchers could barely hear the proceedings.[15]

Temporary Chamber in the Victoria Memorial Museum.

Following the fire of 1916, a new seating arrangement was developed for the temporary Chamber in the Victoria Memorial Museum.[16] This arrangement placed Cabinet and ex-Cabinet Members perpendicular to the Speaker, with the remaining Members seated in a theatre arrangement behind the Ministers.[17] The Chamber in the newly constructed Centre Block (completed in 1920) closely resembled the Chamber of the British Parliament at Westminster, in terms of proportion and layout.

Since then, the Chamber has undergone a number of modifications to accommodate the growing number of Members. Seats were moved closer together to allow for an additional row of double desks at the south end of the Chamber. In 1977, single desks were introduced as seating for new Members. More recently, a new series of desks was put in along the south end of the Chamber, replacing seating for pages. In keeping with tradition, all new desks have been careful reproductions of the original designed in the 1920s by the Centre Block's main architect, J.A. Pearson.

The Chamber in 1935 in the Centre Block.

Integrating new technologies

Adapting the Chamber to accommodate new technologies has been essential to its functioning. In 1959, translation booths were integrated at the south-east and south-west corners of the main floor, under the side galleries. Other equipment added to the Chamber included a recording system, desk microphones, and simultaneous interpretation fittings to gallery seating and lobbies.

In 1977, broadcasting cameras, a desk console and a control room were installed at the south gallery to allow for live television coverage of House of Commons proceedings. More recently, both the Speaker's Chair and Clerk's Table have been fitted with electronic equipment. While most of the interventions were quite appropriate, some of them were not as successfully integrated.

Current and Future Situation

A place of ceremony, the Chamber is where the workings of government are most visible. Current facilities do not fully address the needs of Members, the press nor the visiting public. Key issues within the Chamber are:

- Current seating allows for 301 Members, with some additional seating reserved for pages along the north wall and in front of the Speaker's chair. With the number of Members expected to increase to 322 by 2025, additional seating and a revised layout will be required.[18]
- Members have limited access to technological infrastructure required to do their work in the Chamber (e.g., electronic access for portable computers). Unless appropriate infrastructure is put in place, it will be difficult to

accommodate evolving technologies.

- The Chamber must continue to provide a secure environment for Members and visitor access to the public galleries. Security in the Chamber is a particular concern because of the concentration of Members in a confined space.

Accessibility

Accessibility concerns apply to the Chamber, the antechamber, the lobbies and the galleries. Currently, temporary, reversible alterations are made in response to specific needs. Long-term, integrated solutions that take into account the needs of Members and visitors must be developed.

Adjacent spaces

The Government and Opposition lobbies flank the Chamber. Reserved for Members and selected staff, they are provided with a range of equipment and services. The lobbies are used for day-to-day operations when the House is sitting and serve as a link to Members' offices. Four recognized parties now share the Opposition Lobby, reducing both functionality and privacy.

The antechamber is an important transition area between the public foyer and the private environment of the lobbies and the Chamber.

Requirements

Pressures created by the growing number of political parties represented in the Chamber and the inevitable increase in the number of Members mean that the Chamber and adjoining spaces will require renovations to:

Chamber

- Accommodate an additional 21 seats for a total of 322 by 2025, and provide a plan to accommodate future growth;
- Continue to provide space suitable for essential support services in the Chamber;
- Provide an integrated security systems infrastructure;
- Provide an integrated information technology infrastructure for recording, broadcasting, the possibility of electronic voting and use of computers at Members' seats;

Lobbies and antechamber

- Ensure functionality of the Opposition Lobby by providing a larger, flexible, suitable and secure space for Opposition Parties;[12]
- Provide an integrated technology infrastructure in both Government and Opposition lobbies and in the antechamber;

- Provide reversible solutions to integrate information technology equipment and barrier-free access to heritage furniture; and
- Ensure designated barrier-free and emergency access spaces for Members and visitors in the Chamber, lobbies and galleries.

Committee

Committees are essential to Canada's Parliamentary system and form an integral part of Members' work. Working in committees, Members conduct detailed reviews of proposed legislation, examine matters referred to them by the House and scrutinize government policies and programs. To ensure all sides of an issue are fully explored, committees undertake broad-based consultations with stakeholders and members of the public. Committee rooms are the place where witnesses participate in hearings for the development of government policy and legislation.

The work carried out by committees has evolved greatly over time and facilities have not kept up with the pace and magnitude of change. As a result, committee rooms are now far below the standard required to meet current needs, in terms of number, location and information technology infrastructure. Construction of a dedicated building to house committee rooms of uniform quality, accessibility and security is required to meet the needs of committees and to proceed with other major renovation projects in the Parliamentary Precinct.

Background

The importance of committees to the operations of Parliament dates back to the pre-Confederation days of the first Centre Block. Committee work had a place of choice within the walls of the Precinct, as characterized by the type and location of spaces assigned to the function.

Designated space

Building plans for the first Centre Block show a Chamber for the legislative assembly, another for the legislative council, and a total of 24 designated committee rooms. The majority of these rooms were located on the same floor as the Chambers. Subsequent extensions to the building in the 1900s provided for additional committee rooms. When the reconstructed Centre Block opened in 1920, committee meetings were held in rooms specifically assigned for that purpose. In fact, some of the rooms designated 80 years ago are still used for committee meetings.[20] In time, some were assigned to other uses, while others have been added over the years, including the converted Parliamentary Reading Room in the Centre Block.

Committee Room 253-D in the Centre Block, circa 1930

Growth and shortage

Over the years, the role, number and size of committees have varied considerably. Early committees had a sizeable membership, with some made up of more than 100 members. Through the years, membership decreased to the current average of 16 members per committee, while the number of committees increased from 10 to 25.

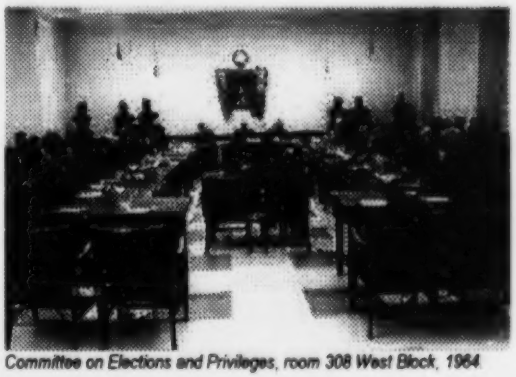
The conversion of the West Block in 1963 to Members offices and committee rooms helped address the need for additional committee

space.[21] The West Block committee rooms were later criticized for "considerable variation in the size of many of these rooms, making some of them unsatisfactory for meetings with a large number of witnesses."[22] The demands for additional committee rooms grew to the point that, in 1969, the Standing Committee on Procedure and Organization recommended the construction of a building dedicated to committees.[23] Although this recommendation was not pursued at the time, the notion of a permanent solution to the chronic space shortage for committees would re-emerge in various forms over the years.

Committee room 112-N in the Centre Block, 1956.

New technology and change

In the 1970s, committees' ways of working evolved as a result of the introduction of a range of new office technologies. In 1976, the Abbott Report, recognizing technology as an essential component of support services, recommended that "committee rooms be provided with the amenities essential to an efficient working environment, as well as with appropriate audio-visual, computer terminal and telecommunications equipment and records storage areas." [24]

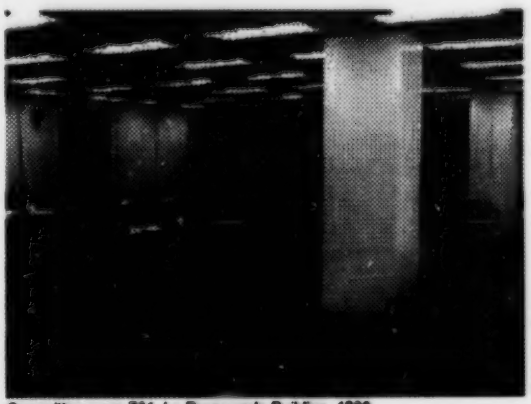


Committee on Elections and Privileges, room 308 West Block, 1964

The most significant change in committee room requirements during the 1980s resulted from the introduction of broadcasting of committee proceedings. While Standing Orders gave committees the right to broadcast their proceedings using House facilities, their ability to do so was, and still is, severely restricted because of the limited number of rooms properly fitted for broadcasting purposes.

The role of committees and the use of subcommittees has also evolved.[25] Following the reports of the Lefebvre and McGrath Committees in 1982 and 1985, committees were given greater control over their own affairs, particularly with respect to their investigative function. As well, committees began to spend a significant portion of their time conducting studies on selected issues, a role which has continued to this day.[26]

Current and Future Situation



Committee room 701, La Promenade Building, 1999

Committees are developing new ways to meet and to conduct their work, with round-table, workshop and town-hall formats becoming more common. These new meeting formats take place in committee rooms that were never intended to serve those purposes. Rooms were "force fitted" into existing spaces, with the result that Members and operations have had to adapt to the environment, instead of adapting the environment to serve the assigned function.

Committees' desire to make their work accessible to the public has also led to pressure for facilities with better broadcasting capability and state-of-the-art technologies. Moreover, greater public access to committee meetings has resulted in concerns about security, as hearings become potential targets for demonstrations and disruption by special interest groups. Security measures are required for committees meeting both in and outside the Parliamentary Precinct. From a security viewpoint, it is essential that committee activities be concentrated in as few locations as possible.

Planning must also take into account the important issue of Parliamentary privilege. No matter where committees meet, Members benefit from the same Parliamentary privileges as they do in the Chamber. However, one authority on the matter argues that privilege and security are interrelated, in that privilege rests on "the power of each House of Parliament [...] to enforce that immunity and to protect its integrity."[27] In other words, it is highly preferable that

committees meet within, rather than outside the Precinct.

Supply and demand

Most committee meetings are held between Tuesdays and Thursdays to complement the work schedule of the Chamber and caucuses, and to accommodate Members' weekend travel to and from their ridings.[28] Should the sitting week of the House be compressed to four days a week, scheduling and requirements for space — already at the limit — would be unmanageable.

Most rooms also serve as space for caucuses, meetings and other events.[29] The number of meetings per day over an actual week of bookings in February 1999 shows that during peak days, 23 rooms are used at full capacity for up to 48 activities (see Figures A and B). Increasingly, arrangements must be made with the Senate or the Privy Council to use rooms under their jurisdiction.

A number of measures have been taken to maximize utilization of the limited number of rooms. Priority is given to committees reviewing legislation and fixed time slots set a maximum duration of two hours for meetings.[30] Members of the House are constantly adapting their work to avoid scheduling conflicts for committee rooms. Nevertheless, the situation is far from ideal.

In planning for the future, key factors and assumptions are:

- The discrepancy between the demand for, and the availability of, adequate space has now reached critical proportions;
- All committee rooms should be located within the Parliamentary Precinct;
- New standards for committee rooms have been developed and approved;
- Committee rooms should provide the flexibility to accommodate other meetings and activities;
- The number of Members will continue to increase according to forecasts by Statistics Canada;[31] and
- There will be moderate growth in the demand for committee rooms.

Planning options

Permanent solutions to provide adequate committee rooms have been looked at in the recent past. In August 1998, PWGSC presented 10 options for a permanent solution to address the shortage of committee rooms. The House of Commons analyzed the options against key criteria developed for future rooms (see Figure C).

Only one of the 10 options presented met all of the criteria: the construction of an above-ground building north of Wellington Street in an area near the Justice and Confederation Buildings, where the majority (two thirds) of elected Members will be housed in the next Parliament.

In February 1999, PWGSC presented the BOIE with a new, temporary option to provide committee rooms during the renovations to the West and Centre Blocks. This option consisted of nine temporary committee rooms to be located on the second floor of the Wellington Building, for a 10 to 15 year period. Analysis showed that the temporary solution failed to meet most of the criteria (see Figure D).

Investing now in a permanent facility appears to be the most economical and sustainable development approach to address the current and long-term requirements for committee rooms.

Requirements

Considering the need to have permanent, standardized committee facilities that address current and future needs, the following requirements have been established. Committee rooms should:

- Total 24 in number, with priority access by the House of Commons;[32]
- Be located within a clearly re-defined Parliamentary Precinct;
- Be consolidated into three buildings: Centre Block (three heritage committee rooms), West Block (nine rooms consolidated in and around the renovated courtyard), designated replacement facility (12 rooms)[33] (see Figure E);
- Be varied in size and shape to accommodate the varied requirements of Committees, and include: five large rooms; 15 medium-sized rooms (nine rectangular and six slightly larger diamond-shaped rooms); and four small rooms (see Figure F);
- Have open spaces with natural light, adequate acoustics — providing for a comfortable human environment while meeting operational requirements;
- Be equipped with furniture that complements specific rooms and building features and integrates information technology equipment; and
- Include security and information technology infrastructure and equipment.

Caucus

Once Members of a recognized political party are elected (or appointed, in the case of the Senate), they become part of a national caucus. Caucus members discuss "all the issues that concern the party, initiate strategies and develop policies."[43] A significant portion of Members' work is done in caucuses, including directing the work of Party Research Offices.

Caucuses and related activities take place in committee rooms. Construction of a new facility to serve the needs of committees will also serve the long-term needs of caucuses.

Background

Political parties are at the core of the Canadian parliamentary system. The importance of the caucus function, however, has not always been reflected in the allocation of space.

When Parliament settled into the Centre Block building in 1866 a caucus room was provided on the upper floor in the Victoria Tower. Following extension of the Centre Block in 1909, the Government and Opposition caucuses were assigned two large rooms on the main floor.[44] Two caucus rooms were also included in the reconstruction of the Centre Block in 1920 (rooms 415-S and 216-N). Room 216-N proved to be too small, therefore the Railway Committee room was, and still is, used by the Government Caucus.[45]

Government Caucus room 216-N in the Centre Block, circa 1920.

Changing requirements

As space requirements increased, reflecting the growing number of Members, some caucuses moved out of the crowded Centre Block to space in the West Block which was inappropriate for the changing needs of caucuses. In 1976, the Abbott Report recommended that "space be provided for the current requirements of each recognized party in the House of Commons and that permanent caucus meeting rooms, equipped with appropriate audio-visual and interpretation facilities, be provided near the Commons chamber to each recognized political party."[46] Since the report was tabled, only limited upgrades have been made to existing rooms.

Progressive Conservative Caucus, West Block, 1974.

In recent years, demands for caucus space have increased considerably, primarily due to the growing number of officially recognized parties in the House.[47] There has also been a growing trend for parties to debate issues of national and regional interest. As a result, the total number of caucus meetings has expanded greatly.

Research — an essential caucus function

mid-sixties, opposition parties received little support for parliamentary research and none for partisan research. In 1965, three research positions were created within the Library of Parliament to assist Parliamentarians other than Cabinet Ministers. Soon after, the government made available "public funds to permit opposition parties to obtain the services of researchers, advisers and experts to assist them." [48] Such a policy marked the "first open use of public funds for partisan purposes." [49] Over the years, party research facilities have varied according to the number of recognized parties in the House. The 1976 Abbott Report noted that "party research facilities will continue to expand, to enhance and complement the personal staffs of members of Parliament and the research unit of the Parliamentary Library." [50] The number of research staff has fluctuated, depending on the size of the parties and their requirements for research work.

Current and Future Situation

In a system where party discipline is essential, Members are expected to act as representatives of their constituents and as members of a team. Proper facilities for information-sharing among party members are crucial. Most rooms currently used by caucuses do not meet requirements.

Temporary measures inadequate

Electronic equipment is not available in all rooms and must be brought in for each meeting. This has resulted in temporary installations that are often inadequate and unreliable. Other stop-gap measures include booking adjacent rooms to serve as buffer space to compensate for the lack of acoustical privacy, and blocking off corridors between smaller rooms to accommodate a large number of party members. Many of these measures do not make appropriate use of the buildings, while others hinder circulation and egress routes.

Because the House of Commons has a limited number of rooms available for caucus meetings, arrangements are sometimes made with other stakeholders, such as the Senate, to use rooms under their jurisdiction (see Figure B).

Contributing to the current situation is the increased number of political parties with caucus meetings concentrated into a few days a week[51] (see Figure A). From February to June 1999, 418 caucus meetings were held, including the weekly national caucuses — all requiring set-up time and special security measures (see Figure G).

Research functions dispersed

Research staffs of the five officially recognized parties are currently housed in various buildings in the downtown core (see Figure H). Research functions will continue to vary depending on the changing needs of the parties. Staff size — and accommodation requirements — may increase as more MPs are elected. Current rental space is costly and does not have the flexibility to address changing requirements following each election. Issues of proximity and security could be addressed by locating all party research staffs in one flexible, well-equipped, centralized space that could be divided into private work areas for each of the parties.

Figure H: Location of party research office space, by building

Building	Party
Wellington	Liberal Reform
Heritage Place	NDP Progressive Conservative

Requirements

Specific requirements for caucus are that:

- All rooms assigned to national, regional and special caucuses should be located within a clearly re-defined Parliamentary Precinct;
- National caucuses should be accommodated in five large multi-purpose committee rooms (see Figures E and F);
- Regional and special caucuses should be accommodated mainly in six medium-sized, multi-purpose committee rooms with flexible layouts;
- All multi-purpose rooms assigned to caucuses should be equipped with furniture that is easily dismantled and resistant to wear from frequent re-arrangement;
- All research office accommodation be centralized in an administrative building adjacent to the Parliamentary Precinct, such as the Wellington Building, in approximately 4,000 m^2 (43,040 sq.ft.) of flexible office space and logistics support to accommodate changes in party structure and research requirements; and
- All rooms and offices should incorporate appropriate security and information technology infrastructure to accommodate a range of requirements.

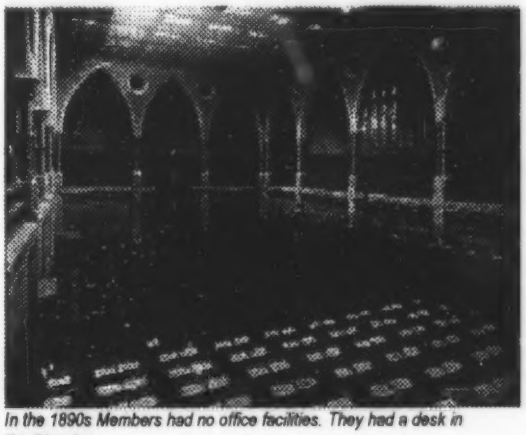
Constituency (Members' offices)

Constituency work is an important link between the elected Members of Parliament and the people they represent. From their offices on the Hill, Members serve the myriad needs of their constituents, act as ombudsmen, and assist with problems and issues of local concern. From here as well, Members meet with the public and representatives of the media.

The demands on Members and the way they do their work have changed significantly over the years. Office accommodations have lagged behind these changes. Ensuring all Members have standard offices within the Precinct will require a gradual migration to the standards as existing buildings are renovated, as well as additional space to replace offices that are inadequate.

Background

Members' constituency work has evolved over the years. These changes have mirrored Parliament's expanding role in economic and social policy issues, as well as shifts in the style of legislative process, and have resulted in changing accommodation requirements.[52]

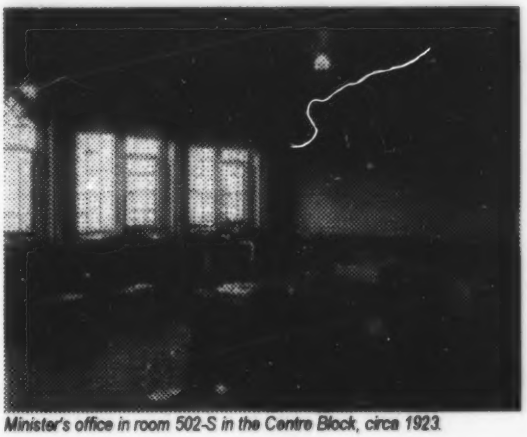


In the 1890s Members had no office facilities. They had a desk in the Chamber.

Basic work spaces

When the first Centre Block was designed in 1859 to house the Parliament of the Province of Canada, the architects, the Department of Public Works, and even Parliamentarians themselves assumed that Members would require little more than the basic amenities of a desk, a chair, a wardrobe and reading lounges. Only the Speakers of the two Houses had their own offices. Forty years later an extension to the building provided large, open rooms with six to 10 Members grouped together according to their political affiliation and the regions they represented. Over time, Cabinet Ministers and the Leader of the Official Opposition were allocated private offices.

The newly constructed Centre Block of 1920 provided substantial additional space (an increase of 47%). This allowed all House Officials and Cabinet Ministers to have private offices and permitted most other Members to have semi-private offices.[53]



Minister's office in room 502-S in the Centre Block, circa 1923.

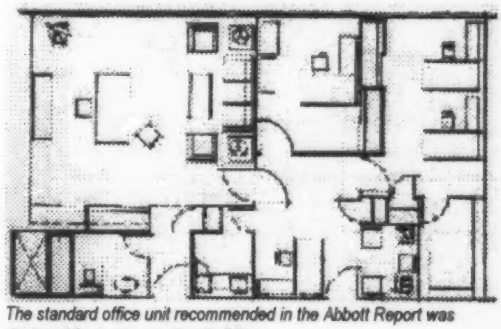
Increasingly, as the nature and scope of Members work changed — especially during the years of the Great Depression and the Second World War — so did their needs for more space and additional support services.[54] The major accommodation reforms of the 1960s saw every Member and a secretary sharing an office, requiring conversion of the West Block to accommodate 133 offices. This move did not resolve the space problem.[55]

Moving outside the Precinct

In 1970, the Beaupré Report concluded that working conditions for Members had become "completely inadequate" and that "the lack of

space ... drastically hinders the efficiency of Members." [56] The report also recommended that two offices be allocated to each Member (one private office for Members and a separate office for staff).

As a result of the report's recommendations and, for the first time, offices were established beyond the traditional confines of Parliament Hill. Over 100 Members were relocated to the Confederation Building in 1973.[57] Nevertheless, space problems continued to arise, leading to the establishment of the Abbott Commission in 1974 to assess Parliamentarians' requirements for expanded accommodations.[58] The report recommended standard office units in a new building to be constructed on expropriated land south of Wellington Street.[59] Expanding the Precinct across Wellington Street was seen to be a counterproductive move and was never implemented.[60]



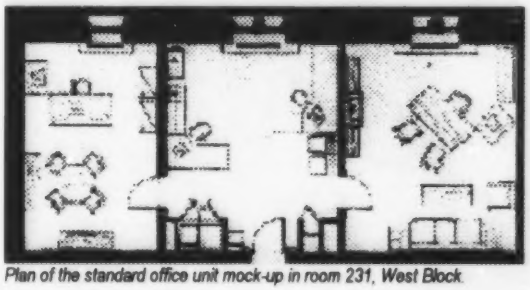
The standard office unit recommended in the Abbott Report was designed for a new, modern building.

In the early 1980s, a number of Senators and Members were moved into offices in the newly renovated East Block. After the election of 1984 the shortage of office space became so critical that some Members were relocated outside the Precinct to the Wellington Building.[61]

In 1994, the BOIE acted upon the recommendation of the 1985 McGrath Report that the Justice Building be used to house Members displaced as a result of the proposed West Block renovation project.[62] The Justice Building was deemed to be "architecturally compatible with the surrounding parliamentary precinct" and "easily integrated with permanent parliamentary services."[63]

Current and Future Situation

The recommendation for space made by the Abbott Commission was accepted by the House and incorporated into the House of Commons Space and Furniture Allocation Policy.[64] The policy stipulates that a Member's standard office unit will be 90 m^2 (1,000 sq.ft.), and a Minister's office will be 180 m^2 (2,000 sq.ft).[65] House Officials receive sufficient space to accommodate their additional staff (see Figure I).[66, 67]



Plan of the standard office unit mock-up in room 231, West Block.

A standard office unit mock-up was built in the West Block in 1998, to test the design of the space and new infrastructure systems for efficiency and the flexibility to evolve with Members' functional needs and future technology requirements.[68] Renovation of the Justice Building is under way to house Members in standard offices based on this model unit and policy.[69]

Poorly located and inadequate

Members' offices are located in five buildings, two of which are located outside the legal limits of the Parliamentary Precinct. This means that over half (58%) of MPs have offices outside the Precinct (see Figure J). From a security perspective, this raises jurisdictional issues that could limit security response capabilities. Furthermore, the location of the Wellington Building means that Members do not have ready access to the Chamber.

Office size, configuration and quality vary widely, with some Members working in sub-standard offices. A large majority of Members occupy offices that are smaller than the approved standard.[70] Many of these offices include rooms that are non-adjacent, resulting in reduced efficiency and lack of privacy.

The buildings that house MPs do not include the types of rooms essential for Members to meet with small groups. Nor are they equipped with the integrated information technology infrastructure required to accommodate evolving technologies.

Future shortage of standard offices

Completion of the Justice Building will begin the migration of Members to standard office units. This move will also locate all Members north of Wellington Street. The ongoing renovation program will continue the standardization of offices. Analysis shows that movement of Members between buildings can be accommodated with minimum disruption until the closure of the Centre Block. At that time, there will be 40 standard office units fewer than necessary to accommodate all Members on the north side of Wellington.

Administrative area in the mock-up office, 1998

Requirements

Members' offices should:

- Be located within a clearly re-defined Parliamentary Precinct;
- Meet a space standard of 90 m^2 (1,000 sq.ft.), with variations[71] (plus/minus 10%-15%) to allow for the structural elements in existing buildings. Members with special roles should be assigned a grouping of offices as set out in Figure I;
- Include 374 standard office units, consolidated in the Centre Block (64), West Block (54), Confederation Building (130), Justice Building (86), and another facility (40);
- Be provided with an integrated security environment;
- Be equipped with an integrated information technology infrastructure to accommodate a range of office equipment;
- Be equipped with furniture that complements specific heritage rooms and building features and integrates information technology equipment; and
- Be supported by small discussion rooms for eight to 10 people (one per floor, in each building).

[redacted]

Requirements for Administration and Precinct-Wide Support Systems

The House of Commons administration supports Members in all four lines of business by providing a broad range of services. Precinct-wide infrastructure and systems also are essential to ensure appropriate information technology, security, circulation and support to the Press Gallery and the visiting public.

Administration and Support Services

The Parliament of Canada Act entrusts the management of the administration of the House of Commons to the Board of Internal Economy (BOIE). Under the leadership of the Clerk of the House of Commons, the administration consists of 1,300 people who work to assist elected Members in carrying out their duties in the four lines of business — in Chamber, Committee, Caucus and Constituency.

The work of the House administration is varied and calls for a wide range of services delivered by a flexible and responsive workforce. The work of the administration has increased and diversified significantly over the years but the spaces have not been able to sustain those changes. Space for administrative services has become increasingly disjointed, dispersed and inappropriately located.

In order to function optimally, administrative services should be consolidated and organized in a logical, coherent manner in adequate workspaces. The renovation of the Parliament Buildings offers an ideal opportunity to carry out the consolidation of services currently housed in a number of leased and Crown-owned buildings throughout downtown Ottawa. Such a move will ensure appropriate grouping of essential support services for Members' work in their lines of business now and in the years to come.

Background

The role of the House administration has changed to address the evolving requirements of Members.

Location is significant

In 1867, the Centre Block housed all Parliamentary activities and personnel, including the staff of the House of Commons administration.[74] Consisting of House Officers such as the Clerk of the House, the Assistant Clerk and the Sergeant-at-Arms, and providing such services as legal and accounting advice, support for committee work and debates, messenger, postal and translation services, all were located strategically to ensure efficient support to Parliamentarians.

Less than 15 years after it was completed, the first Centre Block was unable to accommodate the growing administration. To address the problem, departments not directly linked to the operations of the Commons and Senate were relocated to other buildings within the Precinct and existing spaces were redesigned to make more efficient use of space.

The increase in Parliamentary staff during the First World War placed a further strain on accommodation. All available space in the Centre Block, including the basement and the attic, was used to capacity to address the increased demands for support personnel, services and storage.

The design of the new Centre Block of 1920 reflected the importance of Parliamentary support services, and provided for more commodious accommodations than the old Centre Block.[75] As before, these accommodations proved to be inadequate within only a few years. Members' tasks of coping with rampant inflation, unemployment and social unrest during the Depression required a comparable commitment of staff and services.[76] As before, services not directly related to the activities of the Centre Block were moved — this time to leased quarters off Parliament Hill.[77]

"The floor area allocated to the officers and employees of the House of Commons in the Parliament Building [Centre Block] is so limited that some services will be unable to function when the session opens on the 20th of February next." [78]

Clerk of the House, 1930

On the move

Since the 1950s, there has been a steady exodus of support services from the Centre Block to other government buildings. This has served to free up office space in the Centre Block to meet the demands of the increasing number of Members and Senators. Some support services have endured frequent moves — from the East Block to the West Block, and to other buildings outside the Precinct.

The introduction of new technologies in the 1970s, such as radio and television broadcast of Chamber proceedings, required additional space for support staff to operate and repair equipment, and to process data. In addition to control rooms for equipment and workspace for staff, special archival storage spaces for video and electronic data also were required.

Other buildings were added to the repertoire of space to provide much needed accommodation for support services and storage, including: Metropolitan Life (Wellington) Building (1970s); La Promenade Building, 45 Sacré-Cœur, 747 Belfast Road,[79] Vanguard Building (1980s); and 119 Queen Street, Centre Block Underground Services (1990s).

Current and Future Situation

In recent years, administration services have been restructured to accommodate changes in requirements.

This reorganization has enabled some of these essential services to be consolidated and harmonized with those of the Senate and Library of Parliament, to better serve Parliamentarians and, in some cases, make more efficient use of available space. Restructuring calls for a major shift in allocation and reconfiguration of space for many services. The long-term renovation project for the Parliamentary Precinct offers an excellent opportunity to review and reallocate space to better support the reorganization of services.

A poor match

Two factors taken together — a historical pattern of ad hoc location and a recent restructuring of service delivery — have led to a difficult situation. The administration staff has been doing its best to deliver quality services to Members in work environments that are not always suited, nor appropriately located, to provide the most effective service. More specifically:

Organization of House Administration Services

- **Procedural Services — advice and support services for legislative and committee work of Members;**
- **Precinct Services — security, building support, maintenance, press gallery support, long-term architectural planning;**
- **Information Services — information technologies, multi-media services, printing; and**
- **Corporate Resources — finance and legal services, human resources, food services, planning and review.**

- Some services essential to and directly linked to core parliamentary functions are housed outside the Precinct.
- Some services are housed in leased buildings in the downtown core, increasing the cost of communication infrastructure.
- Many administration services are located in spaces that do not accommodate their function. Some offices, workshops, labs, processing facilities, control centres, press studio, storage rooms and food facilities have been housed where there was space available — often without matching them with functional requirements for space.
- Some administration spaces are not being used to full capacity. Consolidation of space to reflect the reorganization of services and implementation of House of Commons standards set out in the Space and Furniture Allocation Policy would lead to better use of existing space.[80]

Variety is key

Given the history of ad hoc location of administration services, it is essential that future needs be reflected in the long-term renovations of the Parliament Buildings. House of Commons analysis indicates that service requirements will continue to shift, with services expanding in some areas and shrinking in others. This means that a variety of types of space must be maintained for a range of services. As the Precinct expands (e.g., into the Justice Building), there will be a need for additional building support services.

Requirements

Administration and support services should be consolidated and located to properly serve Members in their four lines of business (see Figure K). Specifically, administrative services should:

- Be located in close proximity to the activity they support, whether within, adjacent to or remote from the Precinct;
- In the case of direct services supporting the work of Parliamentarians, be located within the Parliamentary Precinct;
- In the case of indirect services, be centralized in Crown-owned, adjacent building(s) that can accommodate flexible and varied work spaces, with ready access to the Parliamentary Precinct;
- In the case of services related to the primary materiel receiving area, remain located in a remote site from the Precinct for security screening purposes (i.e., the Belfast facility);
- Be equipped with information technology infrastructure and equipment to link services to Members in the Precinct and in their constituencies;
- Include appropriate building services (mechanical, ventilation and electrical) to meet the particular requirements of the various services (e.g., food services, computer services, data storage); and
- In the case of offices, meet House of Commons size standards.

Information Technology

Information technology (IT) represents a vital link between Parliamentarians and a range of services and information. IT supports Members directly, by providing them with increasingly sophisticated computer-based tools, as well as indirectly, as virtually every service in the House is increasingly dependent on information technology. In fact, IT has become a utility, as important to the functioning of the House as heating, plumbing and electrical systems — enabling Parliamentarians to carry out their work in all four lines of business.

Over the past five years, the House of Commons has made major investments in IT, with over 5% of the total budget of the House devoted to improving and upgrading some key elements. The Precinct-wide, integrated planning for IT adopted over the last two years is essential for the ongoing upgrading of constantly evolving technologies, while minimizing the physical and visual intrusion to the heritage fabric of the Precinct.

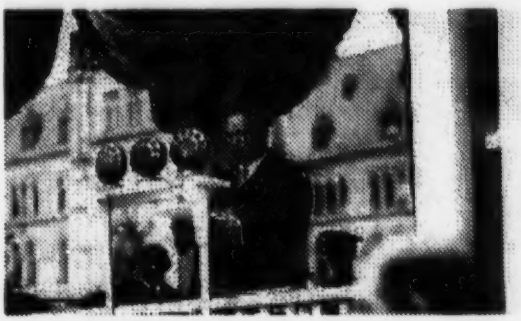
The renovation and development of the Parliamentary Precinct provides a vital opportunity to maximize the significant investment made in information technology to date, building the foundation required by the Precinct for the next 100 years. To ensure that Members have access to IT services, infrastructure must be provided and maintained Precinct-wide. Renovation of the Justice Building will see the implementation of the IT standards already approved — providing a model for all other buildings in the Precinct. Equally important is the requirement to upgrade and expand specific systems that support other essential services including security and television services.

Background

The roots of Information Technology go much further back than the relatively recent appearance of computers within the Precinct. A number of IT "firsts" originated within the Parliamentary Precinct.

- **In 1867** ... Electric (battery-powered) call bells were installed in the original Centre Block with separate systems to serve the Senate and House of Commons — systems eventually extended to the East and West Blocks.[83]
- **In 1877** ... Prime Minister Alexander Mackenzie made the first commercial telephone call in Canada from room 310 West Block to the Governor General's residence — one year after the telephone's invention.

- **In 1927** . . The first ever Nation-wide radio broadcast originated on Parliament Hill, in honour of the Diamond Jubilee of Confederation and dedication of the Peace Tower and Carillon.[84]

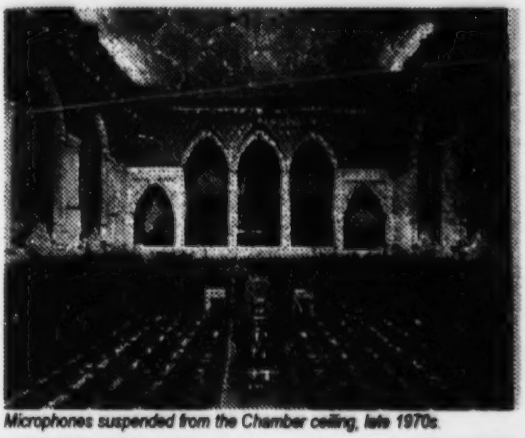


W.L. McKenzie King at the microphone, 1927.

- **In 1928** ... The first Trans-Atlantic telephone call was made from the Centre Block to Cardiff, Wales. The Hon. James Malcolm, Minister of Trade and Commerce presented a speech to the British Empire Exhibition 3,500 miles away.
- **In 1957** ... The opening of Parliament by the Queen was not only the first time a reigning monarch in Canada had opened Parliament, it was also the first time that the entire opening ceremonies were broadcast, and the first time the Queen had used live television to address any of her subjects in any country of the Commonwealth.
- **In 1959** ... Simultaneous translation (interpretation) was introduced to the floor of the House of Commons and the press gallery — six years later, the service was provided in the public gallery.[85]

First Trans-Atlantic telephone call, 1928.

- **In 1977** ... Regular TV and radio broadcasts from the House of Commons Chamber began.



Microphones suspended from the Chamber ceiling, late 1970s.

Recent IT history

The modern concept of Information Technology within the House of Commons began to take shape in the late 1970s. The special House committee on TV and Radio Broadcasting of the House and its Committees had already addressed technical issues regarding the electronic capture and distribution of House and Committee proceedings to the Canadian public and now focused their attention on distributing this information to Members located within the Precinct.[86]

An early broadcast of a committee in the Railway committee room in the Centre Block.

At the same time, electronic data processing support groups began to form in several areas within the House. As isolated, unlinked pockets of support, these groups were primarily devoted to the production of printed documents (for the Legislative Services Directorate) and information retrieval (for the Law Branch). Most of the computational work was carried out off-site on computers owned and maintained by other government and non-government entities. By the early 1980s, the House of Commons' Computer Systems Branch had adopted "stand alone word processors," which were perceived to be "the best immediate alternative to meet Members' needs." [87]

These early trials with information technology led to the establishment of the first IT infrastructure for the House of

Commons, and ultimately, for the Parliamentary Precinct. Called OASIS (Office Automation Services and Information System), this network was intended to fill the dual roles of distributing radio and television programming — both commercial and institutional — and, to a more limited extent, to support the distribution of computer data throughout the Precinct. The Senate and Library of Parliament were soon connected to the network for access to radio and television channels. Each institution, however, used separate data channels for at least another decade. It was not until 1996 that all three institutions shared the network for data distribution purposes.[88]

By the early 1990s, the full impact of the technology shifts of the last two decades had made a major impact on the use of physical space within the Precinct. Document creation for Members, previously achieved through large secretarial pools, became the domain of Members' personal staff.[89] Document storage presented a constant challenge — there was an ongoing search for technology to relieve the strain.[90] In fact, the whole IT function was coming under heavy criticism, with two consecutive Auditor General reports calling for the development of long-term IT plans, as well as for integration of communications equipment across the Precinct.[91]

Current and Future Situation

Today's IT services are vastly different from those criticized in the early 1990s. A major restructuring of IT services in 1993/94 resulted in some fundamental shifts in direction — changes that permitted the development of Precinct-wide services with significantly improved capacity in several areas. The key changes included:

- A major, continuous investment in IT infrastructure and services — in fact, since 1993/94, annual investment has been in the order of 5%-7% of the total budget of the House.
- Consolidation of IT support groups under a single directorate that better facilitated the coordination of development efforts and sharing of knowledge.
- Migration toward a standardized IT environment to ensure consistency, compatibility, connectability and security of the myriad computers and software applications required to support Members in their four lines of business.[92]
- Creation of Information Technology Blueprints (1995 and 1998), and the setting out of longer-term plans for system and service development.
- Agreements between the Speakers of the Senate and the House of Commons for the House to provide network services for all three Parliamentary institutions.
- Development of an IT "charter" — an agreement between the Senate, House of Commons, Library of Parliament and Public Works and Government Services Canada (PWGSC) aimed at building a Precinct-wide IT network environment — as an integral part of the long-term renovation of the Precinct to ensure that infrastructure is designed to protect the heritage character of both the buildings and site.

There was strong agreement across all institutions that the House of Commons Information Services Directorate would serve as the coordinating body for these major Precinct-wide initiatives.

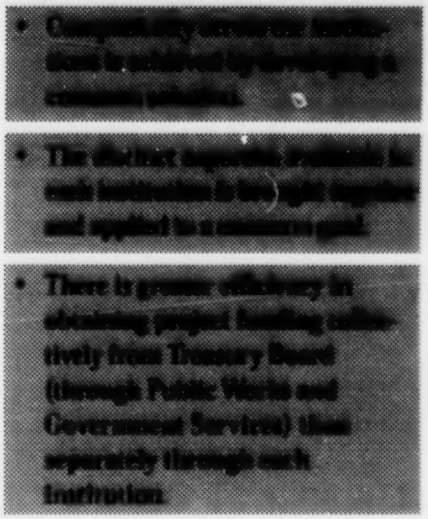
Clearly, the investment in IT has paid off — in fact, it was a key strategic business decision by the House's Board of Internal Economy — cutting across party lines to build a solid foundation for the benefit of Members for decades to come.

Key features of the IT Agreement

- Senate, House of Commons, and Library of Parliament agree to share a common network instead of developing three separate networks.

One result of this major investment is that Parliamentarians are now equipped as small "business centres," with tools to access and transfer information and data with speed not imagined a decade ago. At the same time, developments provided political parties with the strong trust they needed to use the technology to support their identities as caucuses. Their support is reflected in the continuous allocation of funds to build and develop the infrastructure and equipment.

Efforts have also been recognized independently — the 1997 Audit of Informatics lauded both the "strategic investment"as well as its results.



At the crossroads

In terms of Information Technology, the House is truly at a crossroads. With 200 newly elected Members in 1993, and 100 in 1997, the clients of House IT services are increasingly computer literate. Their expectations are higher and different than those of past Members. Interest and discussion about taking advantage of a wide range of internal and external electronic services — including such services as video over the Internet, electronic voting and video conferencing — are widespread and will only continue to grow. In turn, these services will put increasing pressure on the infrastructure. As the backbone of IT, this infrastructure will need continuous development to provide the needed flexibility to accommodate changing technologies.

Up to now, IT efforts have been devoted to developing a solid network foundation and equipping Members with the tools to access and process data and information. As well, a range of new services now available to Members has changed the way they do their work. Remote access from constituency offices, I-net services, and electronic access to the resources of the Library of Parliament and the Senate, aid Members as they perform their Parliamentary duties.

Some parallel systems — including elements of security, television services, and the electronic notification system that calls Members to vote — are based on 20-year-old technology and must be brought up to current standards and converged with other systems to meet future demands.

The required route is clear — maintain the infrastructure and build on the enormous investment to date, by developing systems that will continuously improve service to Members and meet their evolving needs. Integration must also be achieved in a way that minimizes impact on the heritage fabric of the Precinct. Flexibility must be the hallmark of all future IT developments.

Requirements

In order to ensure that Members, in all lines of business, in all buildings in the Precinct have access to the same high-quality services, the following requirements should be addressed:

- Design and equip the Justice Building (to house Members' offices) with the data networks and parallel systems that meet IT standards already established for the Precinct, but not yet implemented fully in any building. The Justice Building, when completed, will serve as an IT prototype for all buildings in the Precinct.[93]
- Ensure that the same level of infrastructure flexibility and access to services — the standards achieved in the Justice Building — are provided in every building and work environment of Members in the Precinct, including provision of up-to-date presentation and multi-media services.
- Migrate parallel IT support systems for security, television, telephone and electronic notification systems to the new infrastructure.
- Establish and locate appropriate IT pathways, interfaces, tools and services (including media support for such events as budget night) to support the full range of special events held in the Precinct, and to respond to the special needs of Members and visitors (including visual and hearing impairments).

Security

House of Commons Security Services preserve a delicate balance between protecting Parliamentarians and the functions of Parliament, and respecting the right of Canadians to have access to the Precinct and their legislators.

The development and implementation of a long-term plan is an important opportunity to address requirements for efficient and effective security, in particular a Parliamentary Precinct with clear physical boundaries. The plan must allow for a layered system of access control and a solid infrastructure for security systems that lays the groundwork for current and future requirements.

Background

Security was an important consideration when the original Parliament Buildings and grounds were designed in the 1860s. The site itself was chosen because it provided a natural boundary for the Precinct, with protective topography along the east, north and west perimeters. The south boundary was marked by a continuous fence with clearly defined entry points for pedestrians and vehicles, and all entrances had wrought iron gates that could be closed in emergencies. The wide expanse of open lawn was itself a security feature.[24] Inside the buildings, a layered approach was taken to security, with lobbies and vestibules acting as buffer zones between outdoor spaces and the important inner meeting rooms and offices.

Wrought iron gates could be closed for security, 1876.

Since then, the need for security in and around government buildings has increased substantially. Security services have become more sophisticated, responding to new challenges here in Canada and to events and circumstances around the world.

Over the years, a number of events have taken place that posed a threat to the Parliamentary Precinct. Past incidents include:

- a failed bombing attempt in 1963 while the House was sitting;
- the 1970 FLQ crisis;
- a bus departing Montreal for New York being high-jacked at gunpoint and detouring to the front lawn of the House of Commons;
- a Jeep driven up the central walkway from the Centennial Flame, where it climbed the steps of the Vaux wall and crashed into the front door of the Centre Block;
- a disturbed individual parking a vehicle containing a makeshift propane explosive device in front of the west entrance to the Centre Block; and
- a 1999 strike action in front of the Wellington building preventing Members from getting to their offices.

Following a careful review of each incident, the House of Commons Security Services instituted changes designed to enhance security practices. Policies, procedures and technological tools that have been developed and implemented to respond to evolving security needs include:

- strictly controlled access and careful scrutiny of visitors to the galleries;
- communication protocols to ensure coordination of security efforts among the various jurisdictions;
- limits to vehicular traffic on the Hill and prohibition of buses on the Upper Drive;
- alternate bus parking arrangements at LeBreton Flats to ensure a safe pick up and drop off point on the Lower Drive; and
- the installation of vehicular deterrents around the Peace Tower.

Current and Future Situation

The Parliamentary Precinct is a primary target for those wishing to make a public statement about an issue or cause. Most often, these statements take the form of peaceful demonstrations in front of the Centre Block. However, recent years have seen an increase in highly charged demonstrations on Parliament Hill and a corresponding increase in the threat of violence.

Threat and risk assessments have demonstrated that the House of Commons has a high level of vulnerability to incidents but the level of risk is low. While existing security infrastructure addresses current risks, steps must be taken to ensure the Precinct is fully prepared to meet the challenges of the next century.

Clearly defined Precinct

A clearly defined Parliamentary Precinct is an essential prerequisite on which all other security measures are contingent. Current boundaries — as defined by the Ottawa River on the north, Wellington Street on the south, the Rideau Canal on the east and the Bank street extension on the west — create a significant vulnerability. The western boundary no longer has a clear physical definition.[25] Members' offices have been moved outside of traditional Precinct boundaries, into the Confederation Building, the Wellington Building (on the south side of Wellington Street), and the Justice Building (planned for mid-2000). Parliamentary committees meet regularly in both the Wellington and La Promenade Buildings. This situation creates confusion with respect to jurisdiction and has the potential to result in uneven service and response in risk situations.

Controlled access

The close proximity of parking to Parliamentary buildings is also a potential security threat. Vehicles are allowed unimpeded access to the Upper Drive of the Precinct without checks or authentication. Often, vehicles stop or park alongside buildings or in front of entrances unchallenged. Moreover, parking and traffic cause congestion creating a hazard to pedestrians. Construction on the Hill compounds the problem.

Information and technology

Precinct is an important aspect of overall security. The possibility of electronic eavesdropping and information leaks has led to the adoption of standards for building renovations that provide a greater degree of privacy in Members' offices, as well as in caucus and committee rooms.

There are strong links between information technology infrastructure and security processes. Recent and planned advances in information technology offer significant opportunities to implement necessary security measures and increase capacity in a cost-effective way.

Requirements

While an open and accessible Parliament is a hallmark of Canadian democracy, these characteristics cannot be maintained without adequate security for Members, visitors and the public. Planning requirements for precinct-wide security measures, as well as specific requirements in support of each line of business, are set out below. These requirements take into account the three major components of security in the Parliamentary Precinct — people, buildings and information.

For the Precinct

All activities of a Parliamentary nature should take place within the confines of a clearly defined Parliamentary Precinct. The boundaries of the Parliamentary Precinct should be re-defined — as an immediate step, the western boundary should be extended to Kent Street.

There should be logical and coherent levels of protection that respect the traditional layering of the site for security purposes:

- The boundaries should have a clear physical definition, which can serve as an intrinsic part of security measures;
- There should be an adequate buffer zone around the buildings and the Precinct; and
- There should be clearly defined and easily accessible zones for the public and the media.

For Members, staff and visitors

There should be appropriate access control and emergency response measures that address security concerns while retaining freedom of movement for occupants. These are to be determined on the basis of risk assessment and reviewed on an ongoing basis to ensure they remain effective. The elements of the system should include:

- A convenient means for Parliamentarians to access and move between buildings housing Parliamentary functions;
- An access control infrastructure that separates legitimate access of people and materiel, and the various activities within the buildings;
- An infrastructure that supports effective emergency response capability;
- A remote site for processing and scanning incoming freight

and mail prior to delivery in the Precinct; and

- A secure and controlled parking facility that will eliminate surface parking in the vicinity of the buildings.

Infrastructure

There should be an adequate technological infrastructure to meet current and future security needs. This infrastructure should:

- Integrate and standardize systems across the Precinct;
- Be simple to use and unobtrusive to occupants and visitors;
- Provide internal security forces with external viewing capability;
- Provide communication infrastructure that allows for immediate links with primary response partners;
- Protect privileged information in caucuses, committees and constituency offices; and
- Support the Sergeant-at-Arms' responsibility for the protection of the Chamber.

To support the four lines of business

The access control measures and the technological infrastructure should respond to the particular needs of individual lines of business in the House. Specific factors that should be taken into account in determining requirements include:

- In the Chamber, the possibility of protest or disruption, as well as the various requirements of a range of users, including Members, procedural support personnel, the media and the public;
- In Caucus, the concentration of Members in one location and the need to protect privileged information;
- In Committee, the close interaction between Members, the media and the public; and
- In Constituency, a safe and secure environment in which Members can conduct their business and receive visitors.

Circulation

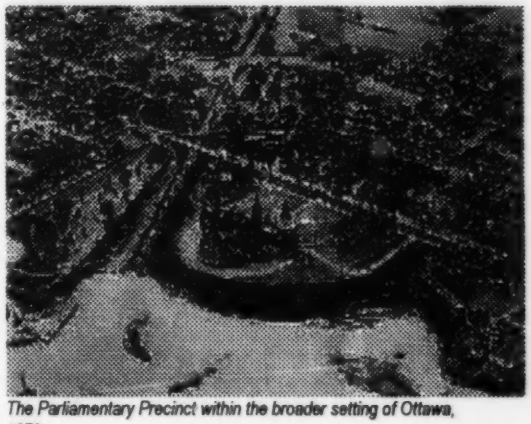
Circulation patterns are an important organizing element of the Parliamentary Precinct, reflecting both simple functional needs and more complex value structures. Over the years, the system of roads and pathways established within and outside the Precinct has played an important role in shaping people's understanding and use of the site.

Today, circulation patterns lack their original simplicity and clarity, creating significant confusion and inefficiency for all user groups, including Members, staff and visitors. There is every indication that the situation will worsen in the years ahead. There is an urgent need to improve the flow of pedestrian and vehicular traffic, and to locate materiel handling facilities and parking appropriately. Addressing these circulation issues through comprehensive planning, and legislation where necessary, will ensure that improvements enhance Members' ability to carry out their Parliamentary duties, as well as improve the experience of visitors to the Hill.

Background

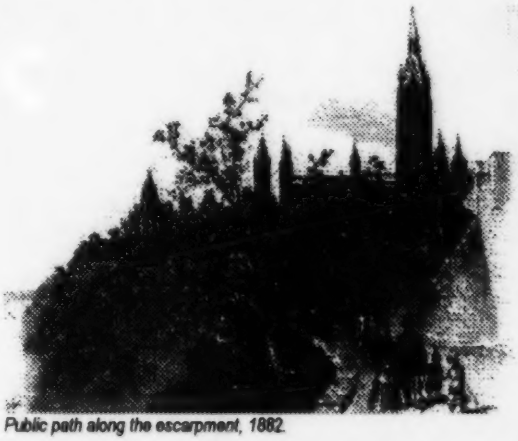
When the Parliamentary Precinct was first established in the 1860s, all Parliamentary functions were contained within the Precinct. The Precinct, within the broader setting of Ottawa, was characterized by:

- A quiet Wellington Street (the southern boundary of the Parliamentary Precinct), with Sparks Street the most important commercial and retail corridor in Ottawa.[26] Elgin Street became the major connecting link between the Hill and the city.
- Separate gates and pathways for pedestrians and vehicles, with the central gateway, or Queen's Gate, used for formal occasions and the diagonal entrance (from Elgin Street) for everyday use.
- Major celebrations and political gatherings in the forecourt, or on the broad upper terrace of the Centre Block.
- Major public entrances to each building marked by a tower.



The Parliamentary Precinct within the broader setting of Ottawa, 1876.

Overall, architecture and site design were used to provide a coherent experience — even for first-time visitors — and the design of the pathways reinforced a hierarchy from the formal forecourt on Wellington Street to the more private grounds of the perimeter, and finally to the virtual wilderness of the escarpment. By the early 1900s, federal pathways linked the Hill to various destinations including the Governor General's residence at Rideau Hall, the Rockcliffe Rockeries, the Central Experimental Farm, and the Victoria Memorial Museum at the foot of Metcalfe Street.[27] With their picturesque landscapes, these pathways maintained a clearly defined federal image with Parliament Hill as the central reference point.



Public path along the escarpment, 1882.

Impact of downtown Ottawa

Major changes to the site occurred as a result of development in downtown Ottawa. Railway lines and privately funded hotel and retail establishments appeared within the boundaries of the federal

land preserve, undermining plans to expand the Precinct eastward. At the same time the federal government began to extend its own boundaries south along Elgin Street. The key east-west pathway in the city — along Rideau and Sparks streets — was severed by the creation of Confederation Square. Similarly, the direct route from Parliament Hill to Sussex Drive was severed by the hotel/train station development. As a result of these developments, the boundaries between civic and federal identities were no longer maintained by a separate yet compatible system of pathways.[28]

Development within the Precinct

Important changes were also taking place within the Parliamentary Precinct itself. After the fire and subsequent rebuilding of the Centre Block, a more functional approach to landscape design was adopted. Lover's Walk was closed, and the pleasure grounds were used increasingly for parking. Sections of the upper Vaux Walls were removed, blurring the boundaries between pedestrian and vehicular movement in the upper terrace area. The new Peace Tower, with its strong axial influence, over-emphasized the importance of the centre walkway, further discouraging use of the side stairs and use of the pleasure grounds. Later, the expansion of the Parliamentary functions and support services into the West Block, to the south side of Wellington Street, and into the downtown core of Ottawa further exacerbated circulation problems and made it difficult for Members, staff and visitors to use the Precinct effectively. Parking became a major problem — in terms of function, security and visual impact.

Current and Future Situation

From the point of view of Parliamentarians, staff and visitors, the problems associated with the current circulation patterns in the Precinct are many and varied. Related issues, such as the poor proximity of essential services to Parliamentary activities, increase many of the circulation problems. An overview of circulation issues relevant to Members and visitors is provided below. Safety and security concerns are also highlighted.

For Members

- It is both difficult and time-consuming for some Members to move from their offices to the Chamber and committee rooms — the result of Members' offices being scattered throughout numerous buildings both inside and outside the Precinct.
- Circulation patterns are more complex than necessary because of the illogical distribution of many functions in the Precinct. Members' movement patterns can conflict with those of tourists, protesters, media and others.
- The Parliamentary bus system is at the mercy of core area traffic, once buses are outside the Precinct boundaries.
- Pedestrian movement by Members outside the Precinct can be difficult due to urban congestion, issues of Parliamentary privilege, and the need to move through various security jurisdictions (federal and local).
- From the point of view of staff and support services, circulation patterns make work difficult and inefficient.
- Above-ground parking, even when convenient, is often detrimental to the aesthetic quality of the site.

- For the public involved in Committee deliberations, there is no consistent pattern to the distribution of committee rooms.
- For tourists, the approved access points and patterns of movement are not compatible with the architecture and landscape on the Hill.
- From the point of view of political activists and demonstrators, the Peace Tower and the upper terrace are the most likely venues. However, assembly areas are not clearly defined.
- Vehicle circulation patterns, with various one-way and two-way arrangements, are problematic. Two wide openings in the Wellington Street wall have increased vehicle access to the Hill but have done nothing to clarify intended patterns of movement.

Safety and security

Many of the problems with circulation patterns become evident when examined from a security perspective. Vehicles entering and leaving the Precinct in random fashion make effective screening virtually impossible. Poorly planned paths and roadways also make potential vehicle/pedestrian accidents a safety concern. Pedestrian movement is arbitrary, making it hard to predict or control the movement of protesters.

Overall, the current circulation patterns are not serving Members, staff or the visiting public well. Improvements to the circulation of vehicles and pedestrians, and the development of a plan for parking, will have to address user needs.

Requirements

Although the original design intent has been seriously compromised, it is still possible to regain the logic and coherence of early circulation patterns, at the same time meeting contemporary requirements.

In broad terms, circulation should be supported by clear, logical and secure routes that reflect and support the heritage aspects of the Parliament Buildings and the Precinct. More specifically, there should be:

- Legislative provisions that allow for consolidation of all primary Parliamentary functions within a clearly defined Precinct and enforcement of vehicular access limitations on Parliament Hill.
- Logical grouping and distribution of functions that minimize circulation requirements. It must be possible to move easily between any of these functions — Chamber, committee and caucus rooms, constituency offices, and institutional support services — within a maximum 10-minute time frame.
- An efficient route for movement between buildings and parking facilities.
- Clear separation of vehicular and pedestrian traffic, and materiel handling.
- Access for vehicles restricted to:

  — those with business on the Hill;
  — a single access point; and
  — a simple and logical traffic flow pattern within the Precinct.

- A circulation pattern for pedestrians that:

  — welcomes visitors and tourists;
  — facilitates public celebration and protest within well-defined areas;
  — ensures that the functions of Parliament are understandable; and
  — allows for enjoyment of the site by all users.

- Parking in a facility adjacent to the Precinct to reduce as much as possible surface parking on Parliament Hill.

[redacted]

The Press Gallery

The interaction of Members with the media is an essential aspect of the functioning of the House of Commons. Canadians understand that the media play a key role in maintaining the transparency and accountability of their democratic institutions. As with other activities, this interaction requires space, security, and support services.

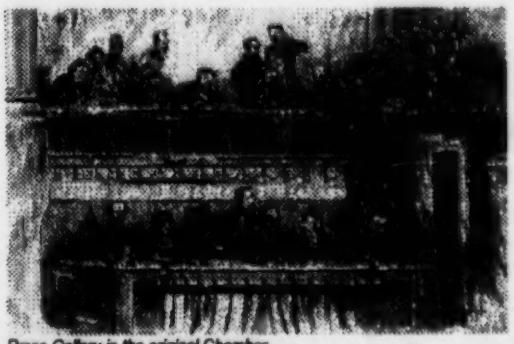
There has been steady growth in Press Gallery membership and increased technical and other demands related to reporting and broadcasting. The media's requirements have also changed in response to the increasing use of the buildings and grounds for special events. Renovations to, and development of, the Precinct must reflect the continued and vital involvement of the press, while protecting the needs of Members within their various lines of business. Requirements for the press focus on providing the communication infrastructure and flexibility needed for their work, both now and in the future.

***"The rooms and corridors are well lighted and convenient. The two Houses are on the ground floor, and ample accommodation is provided for the Public, for ex-members, and for the reporters, in galleries that are placed without the body of the House."*[99]**

Samuel Keefer, Chair,
Parliament Buildings Design Jury

Background

Fuller and Jones' winning design for Ottawa's new Parliament Buildings was selected in part because of its accommodation of the press and the public. In fact, the design jury chair, Samuel Keefer, believed that it was the only design that met both the aesthetic and practical requirements of the government in this respect.



Press Gallery in the original Chamber.

In the new building, reporters were assigned designated entrances, Press Galleries in the House of Commons and the Senate, and rooms in the north-west and north-east towers. The corridors were the place for direct contact with Parliamentarians. The press was given a long room across the west of the building when a wing was added in 1909.[100] The new Centre Block, which opened in 1920, contained a working space and lounge for reporters that was accessible to both the House and Senate Press Galleries. The press was also provided with a Chief Page and several Assistants.

The Press Gallery room in the Centre Block, 1921.

Press Gallery membership grew from 33 in 1929 to 100 in the early 1960s.[101] By that time, the press had expanded out of their third floor room into the adjacent corridor and set up a rabbit warren of desks and equipment. Despite 6,000 sq.ft. of space being set aside in the renovation of the West Block, the press refused to move, preferring cramped quarters close to the House.[102] Finally in the mid-1960s, when threatened with eviction from the corridor for fire safety reasons, reporters agreed to rent government-provided space in the Norlite Building on Wellington Street. As part of this arrangement, an interview room was fitted up on the lower level of the Centre Block.

The press in the north corridor Centre Block, circa 1965

Current and Future Situation

Members of the press have always had a special relationship with Parliament — both as observers and participants in the process of Parliamentary democracy. In recent years, however, Parliament Hill has become the focus of more public and media attention. The introduction of televised debates in the House of Commons has broadened the scope of Parliamentary media coverage and the Parliamentary image is more widely diffused with the use of the Internet and the inter-linking of media.

Increased Press Gallery membership and media activity on Parliament Hill present both challenges and opportunities.[103] The media is becoming increasingly sophisticated and requires closer physical and electronic access to all lines of business. Media members are requesting more flexibility in connecting within the Precinct environment in order to accommodate their varied technologies. At the same time, Members who rely on the media as a vehicle for communicating with the public expect fast and easy access.

The renovation program for the buildings and Precinct provides a prime opportunity to enhance media access by upgrading and improving electronic accessibility. A long-term, coordinated plan will help to reduce costs as well as the unexpected and undesirable results associated with ad hoc solutions.

Requirements

Communication infrastructure and adequate space are prerequisites for the media to effectively capture the deliberations and outcomes of Members' work. For this reason, space and facilities for the media within the Precinct should:

- Be provided in sufficient quantity and quality to respect and support the media's long-standing and important relationship with the House;
- Ensure that infrastructure adheres to approved House standards for IT connectivity and that House network capability is accessible by the media for their day-to-day business and for special events (e.g., budget night); and
- Be accommodated in a way that reflects and respects the clear priority of space and infrastructure used by Members in their lines of business.

The Visiting Public

While much of the business of the House of Commons is carried out by Parliamentarians and their staff, the interaction of Members with visitors to the Precinct is also essential to their work. To Canadians, an open and accessible Parliament is a sign of a healthy democracy.

There has been growing pressure on the limited space of the Precinct's grounds and buildings, in part due to the steadily increasing number of visitors, particularly tourists. The Precinct is used more extensively for a wide range of special events and demonstrations. Space allocation and configuration must ensure that the "co-habitation" of visitors and Parliamentarians can be successfully maintained. This interaction requires space, security, and support services.

Background

In the 19th century, access for public visitors was via galleries in the two Chambers. The main lobby was also designed as a place for the public to confer with Members.[104]

In 1920, the House had public galleries for about 150 people each at the north and south ends of the Chamber. Additional galleries for up to 100 people each were provided on the east and west sides to accommodate invited guests of Members and Senators. Additional accommodation for the public was provided in the various committee rooms, where they participated as witnesses and observers. Government and Opposition lobbies were reserved primarily for the use of Members.

The number of visitors to Parliament began to increase in the 20th century, intensified by the 60th anniversary of Confederation in 1927.[105] As a result of growing pressure for visitor accommodation over and above the space provided in the galleries, a number of facilities and activities were added, including guided tours, a bookstsore and public washrooms.

By the 1960s, the number of visits was doubling every 10 to 15 years. Eventually the Centre Block reached its tour capacity, resulting in the development of additional facilities for the public, including the Infotent.[106]

Increasingly through the 1970s, '80s and '90s, the Precinct has been the setting of major celebrations and seasonal activities — including Canada Day, Winterlude and the Christmas lights display.[107] With televised visibility of the site, public demonstrations and protests on the Hill have increased, requiring major temporary infrastructure and communication links. Traffic management has become a more pressing issue. Various arrangements have been made to accommodate the influx of people and vehicles, while maintaining the openness and accessibility of the site.

The Precinct is the setting for public events.

Current and Future Situation

There is increasing emphasis on promoting the "tourist experience," where the buildings and grounds are a stage for recounting the history of the country and its democratic institutions. Increased visitor interest and activity on Parliament Hill presents both challenges and opportunities.

The public's growing interest in the work and heritage of Parliament is increasing accessibility across all lines of business and in all buildings of the Precinct. At one time, the arrangement of buildings, rooms and circulation paths permitted Parliamentarians to choose their level of involvement and interaction with the public; however, this is no longer the case. Moreover, with the recent addition of "late tours," Member's space is more accessible than ever to the visiting public. Unplanned interactions do occur causing confusion or overlap.

Requirements

Space allocation and design to accommodate visitors to the Precinct should:

- Provide an array of services and facilities to support the visiting public — including a visitors' centre, public washrooms and public telephones — that are welcoming and easy to find;
- Ensure flexibility in location and amount of space to accommodate the needs of Members — including additional space, alternate entry and circulation routes — so that work continues in a Precinct that is open and accessible to the public;
- Maintain the heritage fabric of the Precinct for the enjoyment of current and future visitors; and
- Offer appropriate space and facilities to support special events and ensure that special needs of visitors are accommodated (e.g., visual, hearing and other physical impairments).

Requirements for Implementation

The requirements for the lines of business and services of the House of Commons have to be implemented in a way that minimizes disruption to the work of Parliamentarians. This requires a logical and comprehensive approach to implementation. This approach includes a new management model, clearly designated use of buildings, and logical sequencing of renovation activities.

A. A Management Model

The Parliamentary Precinct is the setting for three distinct, yet related institutions. The Senate, House of Commons and Library of Parliament are each autonomous, with different Parliamentary functions and separate administrations. Work to date on the long-term renovation of the Parliament Buildings has resulted in successful collaboration among the institutions on many fronts — striking a balance between autonomy and collaboration. Now, with a comprehensive long-term plan under development there is a unique opportunity to build on these recent successes.

The management model described in this section offers an approach to optimizing the opportunities ahead. The model is designed to support the role of the House of Commons as a capable and knowledgeable client and to ensure that requirements are met throughout the planning and transition phases of the renovation program and far into the future.

"Because future projects are inter-related, there is a pressing need for an updated and comprehensive long-term plan for the Parliamentary Precinct." [**1**]

Report of the Auditor General, 1998

Past Management Approaches

Over the past 30 years, numerous project plans have been proposed to preserve or develop specific elements of the Parliamentary Precinct. However, few of these projects were implemented. Ad hoc, piecemeal approaches to renovation and development did not always reflect the requirements of stakeholders and tended to focus on the needs of a single institution or even a single building.

New Model for the Current Challenges

Building on the experience of previous efforts, the House proposes a model that is Precinct-wide, goal-oriented and client-driven, based on innovative decision-making and dedicated, long-term funding.

The Precinct-wide information technology initiative, led by the House of Commons, with contract advice and support from Public Works and Government Services, broke new ground in the Precinct and provides a successful example.

"A first step has been taken [toward needed collaboration] with the Parliamentary Precinct Information Technology Program Charter, signed in December 1997 by Public Works, the Senate, Library of Parliament and the House of Commons." [**1**]

Report of the Auditor General, 1998

Precinct-wide

The long-term renovation and development of the Parliament Buildings must be comprehensive and Precinct-wide in scope. The requirements of the Senate, House of Commons and Library of Parliament should be integrated into every major element of the renovation initiative. As in all systems, a change in one area or element will have an impact on the others.

Goal-oriented and sustainable

The Parliamentary institutions, PWGSC and Treasury Board must work within a comprehensive, systems approach where outcomes, impacts and benefits are clear and sustainable.

Client-driven

The long-term renovation and development program for the Parliament Buildings calls for a client-driven approach to planning and implementation. The House of Commons has the expertise and capacity to serve as a knowledgeable client for the planning and implementation of the long-term plan.

The past five years have seen collaborative working relationships with the Senate and the Library of Parliament on key development initiatives. In particular, the House has served as coordinator for two Precinct-wide projects — in information technology and security — with the full collaboration of the Senate and the Library of Parliament and endorsement and support of Public Works and Government Services Canada.

Innovative decision-making and funding

The new model must also include a new funding strategy, and a strong accountability component. Funding delivered through a dedicated, "detailed envelope" of dollars, with a broad, 15-year timeframe (followed by a full review of the envelope) and specific milestones (to ensure project delivery) will be key to the success of the overall plan. It will ensure that the full plan can be committed and implemented through one major funding approval, while segregating funds by specific projects. This approach provides a built-in mechanism for accountability, re-profiling of funds and for accelerating or delaying elements of the renovation as the overall program unfolds.

A "sunset program" approach, with specific beginning and ending dates, built-in milestones and frequent reporting, will strengthen accountability and ensure that the full renovation and development plan is accomplished within the total approved budget.

B. Use of Buildings

The key organizing element in defining how buildings will be used is the location of core activities of Parliament — Chamber, Committee, Caucus and Members' offices — within a clearly defined and secure Precinct.

Matching up the requirements of the House of Commons with its buildings and facilities will result in buildings used as follows (see also Figure L):

Within the Precinct

- ***Centre Block*** will remain a multi-function building, housing the Senate and House of Commons Chambers, the historical committee rooms and offices for Parliamentary Officials, Officers, Ministers and Members.[110] The building will retain its public role, accommodating the media, visitors and tourists in ways that respect the effective functioning of Members.
- ***West Block*** will accommodate a total of nine committee rooms as well as Members' offices and support services.
- ***East Block*** will continue to be used by the House of Commons until the end of the renovation program.
- ***Confederation and Justice Buildings*** will house Members' offices and support services.

- ***Replacement committee room facility*** will house 12 committee rooms, support services and appropriate accommodation for the public and the media.

Adjacent to the Precinct

Administrative and party research functions will be consolidated into existing Crown-owned space.

Remote from the Precinct

The facilities at 747 Belfast Road will continue to house postal, distribution, printing, photomechanical and materiel management services. The site at 45 Sacré-Cœur will remain a document storage facility.

C. Renovation Priorities

Effective transition planning will be vital to successful achievement of the long-term renovation of the Parliamentary Precinct. Of utmost importance is ensuring minimal disruption to the work of Parliament as the Precinct moves towards its new long-term patterns of accommodation and circulation.

Logical Sequence of Renovation Activities

The detailed physical requirements must be implemented in an order that leads directly to the desired use of buildings. The House of Commons has developed a scenario for ensuring that priorities are achieved. The scenario provides a "broad-brush" sequencing of renovation activities based on a set of transition guidelines, over both short and medium terms. A detailed implementation plan, required before projects are initiated, would show a phased construction plan and would illustrate several activities occurring at the same time, while maintaining the same overall sequencing shown here.

The scenario reflects the most urgent priorities from a functional point of view, as well as the most logical sequencing from a physical point of view. More detail on the nature and number of moves required, and the sequencing of events is provided in Figures M and N at the end of this section.

Over the short-term ...

1. Management model is endorsed and adopted — establishing the commitment to comprehensive renovation and development of the Precinct and identifying working relationships among all partners in the process.

2. Parliamentary Precinct is clearly re-defined — in order to ensure that all core Parliamentary functions are located within the Precinct.

3. Committee Room building is constructed — providing a permanent solution to meet current and future needs.

Transition Guidelines

Sequencing of renovation activities has been established to:

- **Limit the number of moves — wherever possible, each function should move only once before it becomes permanently located;**
- **Where temporary space is required, ensure that it is equal to or better than the current space;**
- **Ensure that all users continue to have adequate information technology;**
- **Ensure that appropriate security measures are planned for and implemented;**
- **Ensure reasonable, logical patterns of access, adjacency and circulation;**
- **Develop a comprehensive communication plan to keep Parliamentarians and staff informed of progress; and**
- **Ensure that when temporary installations are required in buildings awaiting permanent upgrading, they are reversible and do not damage the heritage fabric of buildings.**

Over the medium-term ...

4. West Block is renovated — playing a major role as transition space throughout the renovation period. It will provide temporary accommodation for those functions presently housed in the Centre Block, allowing the renovation of that building to be done. Once renovations are completed, those functions will be moved back to the Centre Block and the West Block will be converted to the ultimate function of committee rooms and standard offices for Members.

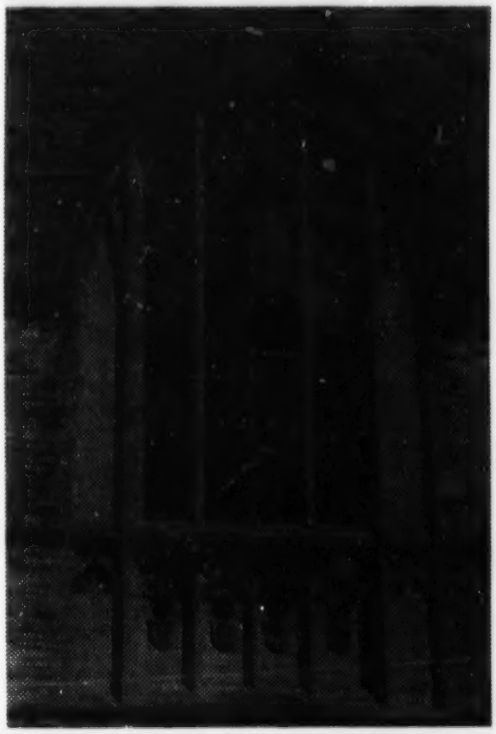
5. Centre Block is renovated — providing required information technology infrastructure, restoration of the Chamber and committee/caucus rooms, and standard offices for Members.

6. Confederation Building is renovated — in three stages, one for each wing of the building, providing standard offices for Members.

Integral activities over the short and medium term ...

Throughout the renovation program, Members' offices will be standardized. Precinct-wide service and support systems will be addressed through integration of information technology and security infrastructure and improved circulation.

Looking Ahead: Leaving a Legacy



Canada's Parliament Buildings are the most visible symbol of our democracy. The buildings and grounds have been the setting for major political, social and economic decisions affecting generations of Canadians.

Building the Future **provides many of the ingredients for ensuring that the long-term renovation program for the Parliament buildings meets the current and future needs of the House of Commons. Now, the commitment of all partners is needed to incorporate these requirements and those of the other Parliamentary institutions into a detailed plan of action.**

The House will participate actively in the development and implementation of the action plan and will remain open and accountable throughout.

The House of Commons is committed to ensuring that, as we move ahead boldly and deliberately, the history and vision that created Parliament Hill will continue to inspire all who enter the Precinct.

Appendix A: Past Planning Reports

Date	Report title	Purpose	Prepared by	Prepared for
1905	Todd Report	To produce a master plan to transform Ottawa into a capital representative of the country	F.G. Todd, Montreal landscape architect	Ottawa Improvement Commission
1915	Holt Commission Report	To offer a solution to the problem of expansion on Parliament Hill	Commission chaired by Sir Herbert Holt	Federal Plan Commission
1925-1928	Cauchon Studies	To offer advice on city planning	Noulan Cauchon, Planning Consultant	City of Ottawa
1938-1950	Gréber Plan	To produce an overall master plan for the Ottawa-Hull federal district	Jacques Gréber, Parisian town planner	Government
1969	Ottawa Central Area Study	To formulate development principles commensurate with the Capital's historic and symbolic character	Consultants	City of Ottawa, National Capital Commission (NCC) and Ontario Department of Highways
1970	Report of the Advisory Committee on Parliamentary Salaries and Expenses (Beaupré Report)	To review the financial arrangements provided for Senators and Members of the House of Commons	Committee chaired by T. Norbert Beaupré	Government
1971	Core Area Plan	To suggest a strategy of development to build an exemplary National Capital	NCC	NCC
1976	Report of the Advisory Commission on Parliamentary Accommodation (Abbott Report)	To advise as to the amount and type of accommodation and facilities Parliament will require to operate effectively in the future	Committee chaired by Douglas C. Abbott	Government

Date	Report title	Purpose	Prepared by	Prepared for
1985	Report of the Special Committee on Reform of the House of Commons (McGrath Report)	To examine the powers, procedures, practices, organization and facilities of the House of Commons	Committee chaired by James A. McGrath	Government
1987	DuToit Plan	To prepare a draft long-range development plan for the Parliamentary Precinct Area	NCC with Public Works and Government Services Canada (PWGSC)	NCC
1988	National Capital Region Investment Strategy	To address capital investments in the National Capital	PWGSC	PWGSC
1992	To the 21st Century: A Construction Program for the Parliamentary Precinct	To develop a government position on the Parliamentary Precinct development plan	Accommodation Branch, PWGSC	Treasury Board and Cabinet
1992	Report to the Senate and the House of Commons on Matters of Joint Interest	Analysis of Parliament-wide issues (security, upkeep of heritage asset, potential and existing joint services)	Office of the Auditor General of Canada	Government
1992	Long-Term Capital Plan	To address necessary repairs and renovations on Parliament Hill	PWGSC	PWGSC
1994	Beyond the 20th Century: A 25 Year Accommodation Plan for the House of Commons	To study the accommodation requirements of the House of Commons, to the year 2018	Accommodation Planning Office of the House of Commons (HoC)	Speaker of the House
1997	Conservation Guidelines for the Interior of the Centre Block, Parliament Hill	To guide architects, designers and managers of historic properties for future interventions to ensure protection of heritage character of the Centre Block	Heritage Conservation Program (HCP), Real Property Services for Canadian Heritage and Environment Canada	Parliamentary Precinct Directorate (PPD) of PWGSC

Date	Report title	Purpose	Prepared by	Prepared for
1998	Parliamentary Precinct Accommodation and Investment Strategy (PPAIS)	To identify major parliamentary projects from 1997 to 2013	Parliamentary Precinct Directorate (PPD), PWGSC	Parliamentary Precinct Directorate (PPD), PWGSC
1998	Preserving the Hill	To document approved work as part of the program to preserve the Parliamentary Precinct	PWGSC	Minister of PWGSC
1998	Parliament Hill Landscape Plan Design Brief	To form basis for design framework to guide conceptual	Phillips Farevaag Smallenberg Inc.	PPD of PWGSC

		design work		
1999	A Capital For Future Generations	Present a vision of the Capital's future, on both a physical and symbolic level	NCC	NCC

Appendix B: Bibliography

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[redacted]

Photo Credits

The Foundation

A. Historical Considerations

1,2: Picturesque Canada, by G.M. Grant
3: M. Trépanier, Parks Canada
4: New York Times
5: Unknown
6: Service d'aménagement de la capitale nationale, 1950

Requirements for Members' Lines of Business

Chamber

1. NA C-3913
2. NA PA22433
3. NA PA195297

Committee

1. NA PA195534
2. NA PA196449
3. NA PA191468
4. Long-Term Architectural Planning Office

Caucus

1. NA PA34212
2. NA PA190866

Constituency

1. McCord Museum of Canadian History, Natman Photo V-3361
2. NA PA179369
3. Advisory Commission on Parliamentary Accommodation
4. Long-Term Architectural Planning Office
5. House of Commons, Curator's Office

Requirements for Administration and Precinct-wide Support Services

Information Technology

1. NA PA191923
2. NA PA188947
3. House of Commons Collections
4. NA PA110832

Security

1. Canadian Illustrated News

Circulation

1. Lithograph by Charles Shober & Co., Chicago, 1876
2. Picturesque Canada, by G.M. Grant, 1882

The Press Gallery

1. Canadian Illustrated News
2. NA PA48151
3. NA PA191549

The Visiting Public

1. Malak

[redacted]